

# MoiraShire

ENRICHING LIFE ON THE MURRAY

## YARRAWONGA PARKING PRECINCT PLAN

PREPARED BY THE MOIRA SHIRE COUNCIL

September 2009



# 1. The Purpose of the Plan

The *Yarrowonga Parking Precinct Plan, September 2009* replaces the *Yarrowonga Central Activities District Parking Precinct Plan, June 2007*.

The purpose of the *Yarrowonga Parking Precinct Plan (YPPP)* is to:

- Define the Council's requirements for the provision of car parking in the Business Zones and the Mixed Use Zone in Yarrowonga;
- Ensure that the supply of car parking is responsive to demand and local conditions;
- Provide a mechanism for cash-in-lieu payments for car parking.

Car parking provisions are outlined in Clause 52.06 of the Moira Planning Scheme. Clause 52.06-5 includes a table of standard parking requirements for specified land uses. Normally, the provisions of this table are applied on a case-by-case basis. However, in some circumstances, the factors influencing parking demand and supply may not coincide with the parking requirements in this table. In this case, a planning permit is required to reduce or waive the provisions of the Clause 52.06-5 Car parking table. When considering a proposal to reduce or waive the car parking requirements the responsible authority must consider all relevant factors that influence parking demand for the proposed use before determining the number of car spaces required.

As an alternative, Clause 52.06-6 enables Parking Precinct Plans to be prepared. These are locally prepared strategic plans that contain parking provisions for an area or 'precinct'. They allow all the parking issues arising in a precinct to be considered and a strategy implemented to address them. They can replace the rates in the table and reduce or remove the need for potentially complex parking investigations to support individual permit applications.

In December 2004, Moira Shire Council adopted the Yarrowonga Strategy Plan (YSP). The investigations undertaken during the preparation of the strategy found that due to the shortage of car spaces, it was imperative that action be initiated to locate land, acquire land and develop it for off-street carparking.

The YSP suggested that partial funding may be obtained by using the reserves in the cash in lieu parking fund, by including the construction of the car parks in a Development Contributions Plan and from other Council sources.

Subsequent to the adoption of the YSP, Council engaged the services of MacroPlan Australia to prepare a *Yarrowonga Futures Plan (YFP)*. MacroPlan confirmed the findings of the YSP, making the following comments.

*The parking studies of the Yarrowonga commercial precinct indicate that utilisation of the current supply is near saturation for the peak summer period. For normal operation there is a marginal oversupply.*

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*Considering that tourism is important economically to Yarrawonga, it is vitally important that the current rate of supply is maintained into the future. Council should immediately set about establishing an implementation plan aimed at providing future off-street parking under the requirements of the Planning and Environment Act 1987.*

*Future parking opportunities should be funded from cash-in-lieu payments from developments as soon as sufficient funds have been collected. In the time between developers paying cash-in-lieu payments and Council providing the new parking, the existing supply and demand can be reassessed. There are opportunities to provide extra capacity in the interim by formalising and rationalising kerbside parking the lateral streets of Hume and Hovel Streets.*

MacroPlan recommended the introduction of a Parking Precinct Plan.

On 11 September 2008, the *Yarrawonga Central Activities District Parking Precinct Plan* was incorporated into the Moira Planning Scheme via Amendment C32. However, the YPPP replaces this document.

## **2. The area to which the Plan applies**

The YPPP affects all land in Yarrawonga within the Business Zones and the Mixed Use Zone of Yarrawonga.

## **3. An assessment of car parking demand and supply**

The *Yarrawonga Central Activities District Parking Precinct Plan* (YCADPPP) was derived from work undertaken in the YFP, YPS and the “*Review of Transport Issues from the Draft Yarrawonga Strategy Plan 2006*”.

Macroplan undertook an assessment of parking demand and supply as part of the YFP and noted:

*In January 2005 there were 762 parking spaces identified in the Yarrawonga commercial precinct. These spaces are situated in Belmore Street, the side streets and in off-street car parks. Approximately 85% of the parking is short term parking of two hour time limit.*

*It is estimated that the commercial precinct consists of approximately 16,300m<sup>2</sup> of gross leasable floor area (GLA) and the current parking rate is 4.68 spaces per 100m<sup>2</sup> GLA.*

*According to defined land use the number of spaces required by table 52.06-5 of the Moira Planning Scheme is giving a clear indication that the current supply is adequate to meet normal operation of the shopping centre.*

*The parking studies so far conducted have not included the existing kerbside supply in Hume Street and Hovel Street. The parallel parking in these streets should be legitimately included in the overall commercial supply and is within easy walking distance of the shops. These streets most likely operate as the*

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current long stay parking component of the overall supply. On the non-residential frontages of these streets there are approximately 130 parallel spaces.

The total parking supply to the commercial precinct is therefore 890 spaces, equating to 5.46 spaces per 100m<sup>2</sup> GLA. This rate is consistent with the recommendations of the "RTA – Guide to Traffic Generating Developments, 2002" of 5.6 spaces per 100m<sup>2</sup> GLA for shopping centres less than 20,000m<sup>2</sup> GLA.

A signalled safe pedestrian crossing has recently been constructed on Bellmore Street.

There is a potential for extra capacity by rationalising the existing parallel kerbside parking in Hume and Hovel Streets. This can be achieved by formally linemarking spaces and reducing the number of property access points to commercial property. It is estimated that 20 new spaces could be provided through formally linemarking the parallel parking spaces. This capacity could be further increased by rationalising the number of access points through the integration of existing off-street car parks where possible. At least one space per access point would be gained. Council currently has an annual budget of \$40,000 for linemarking. These works could be incorporated into this budget as required.

The development of angle parking in Hume Street and Hovel Street is also an option to gain extra capacity however this would be difficult to achieve in the short to medium term as the existing carriageway requires widening to accommodate the manoeuvring space. To accommodate 45° angle parking the road would require widening of 2.6m to meet the Australian Standard guidelines for on-street parking.

The angle parking option should only be considered as a very long term strategy facilitated by commercial development of street frontages and funded through developer contributions. The number of spaces gained by this strategy is difficult to determine overall however as a guide, conversion from parallel parking to 45° angle parking would increase capacity by approximately 150%.

Kerbside parking is a precious resource to a small to medium size town. The existing supply will always be under threat as the various forms of commercial and streetscape development occur. To the user, kerbside parking is perceived as the most convenient form of parking as it provides an opportunity to reduce potential walking distances to destinations. Decisions Council may make in deletion of kerbside parking should be balanced towards the needs of the precinct as a whole and should always be mitigated by the provision of convenient and safe alternative parking opportunities.

#### **ASSESSMENT OF PARKING DEMAND**

The previous parking studies indicate that in January 2005 the utilisation of spaces was 676 or approximately 88% (This utilisation refers to Bellmore Street and the side streets only, utilisation of the lateral streets of Hovel and Hume Streets is not known).

The latest utilisation study was undertaken in the summer peak period and the demand results indicate that the centre is operating at or near capacity at these times.

It is generally considered that car parking is operating at capacity when utilisation is 90- 95% of supply.

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*With limited alternative transport options available, the supply of sufficient parking to the commercial precinct is critical to the economic development of Yarrawonga.*

*The rate of parking supply for shopping centres is exponential to the size of the centre. The larger the shopping centre the lower the required parking rate. The "RTA – Guide to Traffic Generating Developments, 2002" indicates a rate of 5.6 spaces per 100m<sup>2</sup> GLA for shopping centres less than 20,000m<sup>2</sup> GLA and a rate of 4.3 spaces per 100m<sup>2</sup> GLA for centres greater than 20,000m<sup>2</sup> GLA.*

*The size of the Yarrawonga commercial precinct is approaching the RTA threshold so it may be pertinent to apply an average rate for future supply. The average rate could be taken as 5.0 spaces per 100m<sup>2</sup> GLA as indicated in the "Yarrawonga Parking Study, 2000". To meet future growth expectations it is recommended that the current recommended parking rate of approximately 5.0 spaces per 100m<sup>2</sup> GLA is maintained in the foreseeable future.*

#### **PROPOSED FUTURE PARKING SUPPLY**

*Previous studies indicate that business growth is estimated at an average of 1.5% per annum equating to approximately 250m<sup>2</sup> growth in floor space per annum. This rate will fluctuate from year to year according to development opportunities. At the rate of 5.0 car spaces per 100m<sup>2</sup>, the expected business growth will require on average an additional 13 spaces per year or 125 spaces over the next 10 years.*

*Section 3.2 of the "Review of Transport Issues from the Draft Yarrawonga Strategy Plan 2006" indicates a number of opportunities where off street parking could be developed.*

#### **TIMING FOR THE ESTABLISHMENT OF NEW PARKING**

*The parking studies of the Yarrawonga commercial precinct indicate that utilisation of the current supply is near saturation for the peak summer period. For normal operation there is a marginal oversupply.*

*Considering that tourism is important economically to Yarrawonga, it is vitally important that the current rate of supply is maintained into the future. Council should immediately set about establishing an implementation plan aimed at providing future off-street parking under the requirements of the Planning and Environment Act 1987.*

*Future parking opportunities should be funded from cash-in-lieu payments from developments as soon as sufficient funds have been collected. In the time between developers paying cash-in-lieu payments and Council providing the new parking, the existing supply and demand can be reassessed. There are opportunities to provide extra capacity in the interim by formalising and rationalising kerbside parking the lateral streets of Hume and Hovel Streets.*

The Panel which was convened to hear submissions to Amendment C42 to the Moira Planning Scheme recommended that the Council review the basis of the YCADPPP.

## **4. The parking outcomes to be achieved by the Plan**

. The outcomes intended by the Yarrawonga Parking Precinct Plan include:

- To more accurately reflect the car parking requirements for the business areas of Yarrawonga in the Schedule to Clause 52.06-6.
- To enable a cash-in-lieu contribution for parking to be validly imposed on planning permits.

### Car Parking Rates

Macroplan recommended a new Schedule to Clause 52.06 of the Planning Scheme to introduce new car parking rates as follows:

Residential Dwelling – 2 spaces per dwelling

All other uses - 5 spaces per 100m<sup>2</sup> GLA.

These car parking rates were reviewed and new rates included in the Schedule to Clause 52.06-6 as part of Amendment C32 which introduced the *Yarrawonga Central Activities District Parking Precinct Plan*.

The car parking rates in the Schedule to Clause 52.06-6 have been further reviewed and have been assessed against the rates proposed in the Advisory Committee Report (August 2007) for the *'Review of Parking Provisions in the Victoria Planning Provisions'*.

Changes to the proposed car parking rates for 'Shop' and 'Supermarket' were made in line with the suggested rates. These rates are also consistent the rates suggested by the Panel recommendation for Amendment C42.

As a result of the review, it was determined that the Schedule to Clause 52.06-6 should include the following:

Land Use	Existing Car Parking requirement	Proposed Car parking Requirement
Residential dwelling	2 car spaces to each dwelling	2 spaces per dwelling
Office (Other than Medical Centre)	3.5 car spaces to each 100m <sup>2</sup> of net floor area	2.5 spaces per 100m <sup>2</sup> of gross leasable floor area
Food and Drink Premises (including restaurant, convenience restaurant and take-away food premises)	Unspecified	5 spaces per 100m <sup>2</sup> of gross leasable floor area
Restricted Retail premises	Not specified	2 spaces per 100m <sup>2</sup> of gross leasable floor area
Hairdresser Beauty Salon	Currently included in 'Shop' which is 8 car spaces to each 100m <sup>2</sup> of leasable floor area	1.5 spaces per 100m <sup>2</sup> of gross leasable floor area
Shop (other than where listed elsewhere in this table)	8 car spaces to each 100m <sup>2</sup> of leasable floor area	4 spaces per 100m <sup>2</sup> of leasable floor area

Supermarket	Currently included in 'Shop' which is 8 car spaces to each 100m <sup>2</sup> of leasable floor area	5 spaces per 100m <sup>2</sup> of leasable floor area
Hotel or Tavern	60 car spaces to each 100m <sup>2</sup> of bar floor area available to the public, plus  30 car spaces to each 100 m <sup>2</sup> of lounge floor area available to the public.	Unchanged
Motel	1 car space to each unit, plus  1 car space to each resident employee, plus  2 car spaces to each 100m <sup>2</sup> of motel service floor area not available for use by guests	Unchanged
Mail Centre	2.9 car spaces to each 100m <sup>2</sup> of net floor area	Unchanged
Medical Centre Veterinary clinic	5 Car spaces to each practitioner	Unchanged
Place of Assembly	0.3 car spaces to each seat or to each m <sup>2</sup> of net floor area, whichever is the greater.	Unchanged
Funeral Parlour	0.3 car spaces to each seat or to each square metre of net floor area, whichever is the greater	Unchanged
Postal Agency	3.5 spaces per 100m <sup>2</sup> of net floor area	Unchanged

**Exceptions:**

- A 'Change of Use' or 'Redevelopment' of an existing building where:
  - there is no increase in floor area, and
  - the new use has the same car parking requirement as the previous use (in accordance with this Table),
 will not attract a car parking.
  
- A 'Change of Use' or 'Redevelopment' of an existing building where the parking rate of the previous use is less than the new use (e.g. Office to Supermarket) will have a 'parking credit' applied. The amount of the credit is equal to the number of parking spaces attributable to the previous use in accordance with this Table. If the parking requirement and 'parking credit' are equal, the proposal will not attract any further car parking.

Subject to the above, redevelopment involving an increase in floor space attracts a car parking requirement on the extended area only.

## **2.0 Off-Site Parking Provision**

A cash contribution per space of \$8,060 in lieu of each car space that cannot be provided on site may be made. This amount will be reviewed annually on the 1<sup>st</sup> of July in accordance with the Consumer Price Index, with a detailed review to be carried out every three years.

The cash contribution must be made before the use or development commences unless a permit condition allows payment instalments under an Agreement pursuant to Section 173 of the *Planning and Environment Act 1987*.

## **3.0 Reduction of Parking Requirement**

In exceptional circumstances, a permit may be granted to reduce or waive the number of car spaces required by this Table, in accordance with the provisions of Clause 52.01.

Such reduction or waiver will only be made after an assessment of competing demand for off-site parking spaces available to the public and within safe and convenient walking distance to the site. The applicant for the planning permit will be required to undertake the parking survey.

A number of land uses have been included in the Schedule but the parking rate remains unchanged. These land uses have been identified as those which are most likely to be provided within the Business Zones and/or the Mixed Use Zone and which are to be encouraged in the Yarrowonga CBD.

They have been included in the Table so that the option of a cash contribution in lieu of the actual provision of car spaces can be utilised if and when it is deemed appropriate when considering a town planning application for the particular development proposal.

### **Payment in lieu of the provision of car parking**

The value and availability of land within each township in the municipality varies greatly and separate rates will be determined for each of the townships. This will ensure that developers within the smaller towns are not disadvantaged and that Council will receive sufficient funds to actually provide additional parking within the higher valued areas such as Cobram and Yarrowonga.

A cash-in-lieu payment of \$8,060 per car space is proposed as part of the YPPP. This amount has been determined by the Council as 70% of the cost of establishing a car space in Yarrowonga.

There are several options available in setting a fee to be utilised within the planning process for provision of car parking.

<b>Ref</b>	<b>Option</b>	<b>Description</b>
1	Cost Penalty	<p>This option provides for an additional amount in excess of the actual cost of providing parking spaces. This would ensure that the cost of providing spaces off site is greater than providing them within any proposed development.</p> <p>This would help ensure that the intention of the Planning Scheme – that adequate car parking is provided for new developments, is met.</p>
2	Full Cost Recovery	<p>This option provides for the full cost of provision of additional parking. This would ensure Council would have sufficient resources to actually construct additional spaces.</p>



3	Subsidised Fee	<p>This option would see a fee less than the actual cost of provision of car parking bays adopted.</p> <p>Most parking actually provided by Council would not be ideal for any particular developer but would be in the general area and therefore utilised by shoppers shopping in the general area.</p>
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The Council has adopted the subsidised fee rate for Cobram and Yarrawonga for consistency.

In making its decision the Council concluded that:

- The penalty option may actually restrict development and result in developers not taking up opportunities within the major town centres. This would be undesirable, as the success of the shopping centre relies on continual activity.
- The full cost option has theoretical advantage that Council would recover sufficient funds to actually provide additional parking. However, timing issues and the continual rise in construction costs will probably conspire to mitigate against this advantage.

It is likely that any additional parking areas provided by Council will be in areas that are in close proximity to those developments that contributed funds, but not directly adjacent. In addition, any areas that are developed will be public parking areas, and not restricted to customers of the originally contributing developers. Many developers would see a scheme that requires them to meet the full cost of additional parking unfair for these reasons.

- The option of a subsidised fee is fairer for the development industry, will not restrict development, and will provide additional opportunities for council when selecting sites. In addition, supplementary parking for the general shopping community will be able to be provided by such a proposal.

A ratio of 70% developer funded and 30% community funded would still provide sufficient funding for council to develop additional parking area, but not restrict development.

The costs of a number of car parking proposals across the municipality were investigated and costed by Council staff. This investigation indicated that the average cost of providing car parking bays in Yarrawonga was \$11,288 per space. This amount includes the cost of purchasing the land together with the construction costs.

It is also common practice to charge an administration fee of 2% when such contributions are taken. This fee, while not sufficient to actually cover costs of providing the scheme, is in line with other administrative fees under the Planning and Environment Act.

The costs of a car parking space in Yarrawonga were costed as follows:

Location	Cost of Bays	Administration	Total Cost	Fee based on 70% of total cost
Yarrawonga	\$11,288	\$225.76	\$11,513.76	\$8,059.63

At its meeting on 19<sup>th</sup> February, 2007, the Council resolved to *'include a fee of \$8,060 into the draft schedule to Clause 52.06-6 of the Moira Planning Scheme'*.

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### ***Monitoring of the Parking Precinct Plan***

The Council will revise the of the cash-in-lieu amount to in accordance with the Consumer Price Index on the 1<sup>st</sup> July annually.

Every three years the Council will be required to undertake a full review of the cash-in-lieu amount.

## **5. Any locational, financial, landscape or other actions necessary to implement the Plan**

The YPPP allows the Council to tailor the parking provision requirements for the Yarrowonga Central Business district and complements other strategic documents such as the Municipal Strategic Statement.

In order to implement the Plan, the Council must undertake an amendment to the Moira Planning Scheme.

The amendment will:

- Introduce a new Schedule to Clause 52.06-6 of the Moira Planning Scheme which applies to the land in the Business and Mixed Use Zones of Yarrowonga, which will:
  - Specify the car parking rates for different uses;
  - Allow for a cash contribution of \$8,060 per space to be accepted in lieu of actual provision of car spaces; and
  - Discourage the reduction or waiver of car parking requirements.
- Amend the Car Parking Policy at Clause 22.05 of the Local Planning Policy Framework.
- Include the *Yarrowonga Parking Precinct Plan, September 2009* as an Incorporated Document in Clause 81 of the Planning Scheme.

The proposed level of funding of car parking spaces does not provide for the full costs of the works. Additional funding will need to be provided from other sources as well as capital to actually undertake works. These sources can best be finalised when particular proposals are developed, and when a significant amount of funds have been obtained from developers.

All funds received from developers for car parking dispensation must be separately accounted for and reserved for provision of car parking within the Yarrowonga township.